AMENDED IN SENATE AUGUST 17, 2004

AMENDED IN SENATE AUGUST 9, 2004

AMENDED IN SENATE JULY 29, 2004

AMENDED IN SENATE JULY 6, 2004

AMENDED IN SENATE JUNE 24, 2004

AMENDED IN ASSEMBLY MAY 24, 2004

AMENDED IN ASSEMBLY APRIL 12, 2004

CALIFORNIA LEGISLATURE—2003-04 REGULAR SESSION

ASSEMBLY BILL

No. 2006

Introduced by Assembly Member Nunez

February 13, 2004

An act to add Chapter 2.4 (commencing with Section 400) to Part 1 of Division 1 of, to add Section 743.2 Sections 250, 454.05, and 1001.7 to, and to repeal Section 330 of, the Public Utilities Code, relating to electricity public utilities.

LEGISLATIVE COUNSEL'S DIGEST

AB 2006, as amended, Nunez. Electrical restructuring: Reliable Electric Service Act of 2004; Public Utility Commission procedures.

Under existing law, the Public Utilities Commission has regulatory authority over public utilities, including electrical corporations. Existing law authorizes the commission to fix just and reasonable rates and charges. Under existing law, a public utility has a duty to serve, including furnishing and maintaining adequate, efficient, just and

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reasonable service, instrumentalities, equipment, and facilities as are necessary to promote the safety, health, comfort, and convenience of its patrons and the public. The existing Public Utilities Act requires the commission, pursuant to electrical restructuring, to authorize direct transactions between electricity suppliers and retail end-use customers. However, other existing law suspends the right of retail end-use customers to acquire service from certain electricity suppliers after a period of time to be determined by the commission, until the Department of Water Resources no longer supplies electricity under that law.

This bill would require costs incurred by an electrical corporation to implement transactions on behalf of direct-access customers to be recovered from those customers that, prior to adopting any settlement agreement that is contested by any party and involves a ratepayer obligation over \$10,000,000, the Public Utilities Commission hold a hearing to review the settlement and any alternative proposed by any party, to ensure that the proposed settlement achieves specified purposes. The bill would require electrical corporations, commencing January 1, 2006, to prepare and file at least every 3 years, and for the commission to approve, a long-term integrated resource plan, as specified. The bill would provide for the recovery of initial capital investment made by an electrical corporation in generation resources specified, if the investment is found to be reasonable and is approved by the commission in the certificate of public convenience and necessity proceedings, and the investment complies with the conditions specified by the commission in the certificate of public convenience and necessity proceedings at the time the investment is approved. The bill would also provide for the recovery of an electrical corporation's full cost of contracting for generation resources with another entity, as specified.

The bill would require the commission, by July 1, 2005, to prepare and submit to the Governor and the Legislature, a comprehensive plan to streamline the transmission siting process, and, on or before December 31, 2005, to submit a prescribed report concerning siting and authorization of upgrades, improvements, and additions to each electrical corporation's transmission system infrastructure. The bill would require the commission, in consultation with the Independent System Operator, to establish resource adequacy requirements to ensure that adequate physical generating capacity is available, dedicated to serve all load requirements, is available to meet peak demand plus

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requisite planning and operating reserves, and would require the commission to implement and enforce these resource adequacy requirements in a nondiscriminatory manner on all load serving entities, excluding a local publicly owned electric utility, the State Water Project, and customer generation, as defined. The bill would require that the cost of meeting resource adequacy requirements, including the costs associated with system reliability and local area reliability found reasonable by the commission, be equitably borne and fully recoverable from all customers of taking service from the electrical corporation on a nonbypassable basis at the time the commitment to incur the cost is made on a pro rata, fully compensatory basis.

The bill would require local publicly owned electric utilities to comply with resources adequacy standards established by the Western Energy Coordinating Council (WECC).

The bill would require a majority vote of the commission membership at a public meeting in order to approve any change in rates or alteration of any utility classification, contract, practice, project, or rule that affects rates directly or indirectly or to approve the settlement of any judicial or administrative proceeding that would result in any of those consequences. The bill would require that, prior to approving an electrical corporation application for a certificate of convenience and necessity for the proposed construction of generation resources, the commission convene a proceeding at which any party may submit, and the commission shall consider, alternative proposals meeting specified criteria.

Existing law states the intent of the Legislature and makes various findings and declarations with respect to electrical restructuring.

This bill would repeal that statement of intent and the legislative findings and declarations.

A violation of the Public Utilities Act or an order of the commission is a crime under existing law.

Because a violation of the bill's provisions would be a violation of the act, the bill would impose a state-mandated local program by creating new crimes.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement.

This bill would provide that no reimbursement is required by this act for a specified reason.

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Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

The people of the State of California do enact as follows:

SECTION 1. The Legislature finds and declares all of the following:

- (a) An adequate and reliable supply of electricity is essential to the health, safety, and welfare of all California consumers.
- (b) Safe, reliable, and affordable electric service is of utmost importance to the consumers of this state and its economy.
- (c) Electrical corporations have an obligation to provide their customers with reliable electric service at just and reasonable rates.
- (d) In order to provide safe, reliable, and affordable electric service to consumers, electrical corporations must provide needed resources, including cost-effective energy efficiency and other demand reduction measures, utility-owned and procured generation, new and repowered generation, cogeneration, renewable generation, transmission, distribution, and an adequately sized, well-trained workforce, in a manner that produces the best value for ratepayers at just and reasonable rates.
- (e) In order to ensure that investments in resources are made in a manner that produces the best value for ratepayers, electrical corporations should prepare a long-term integrated resource plan for commission review and approval, that achieves a diversified portfolio of efficient, cost-effective, environmentally responsible supply and demand resources.
- (f) In order to ensure that a long-term integrated resource plan will result in investments in physical generating capacity dedicated to serving all load requirements, that is available to meet peak demand and planning and operating reserves, at *or deliverable to* locations and at times as may be necessary to ensure local area reliability and system reliability, the commission shall adopt resource adequacy requirements that apply equally to all load serving entities.
- (g) In order to ensure that the long-term integrated resource plan achieves a diversified portfolio of efficient, cost-effective, environmentally responsible, supply and demand resources, resource adequacy requirements shall be met first through

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cost-effective energy efficiency and other demand reduction measures.

- (h) In order to attract sufficient capital to make investments in needed resources, there must be assurance that reasonable costs and investments, including a return of and on direct investments, and payments made to third parties under contract with an electrical corporation for non-utility-owned generation, are recoverable in rates.
- (i) California consumers will not receive reliable and affordable electric service, nor will consumers avoid repetition of past problems with excessive wholesale electricity prices, rolling blackouts, and long-term supply contracts that threaten consumers with billions of dollars in above-market electricity costs, unless a durable framework is enacted to provide regulatory certainty and market stability in support of investment in needed efficient, cost-effective, environmentally responsible resources at just and reasonable rates.
- (j) Protecting the interests of consumers by ensuring that investments made to provide safe, reliable electric service are prudent and cost effective, should be the highest priority of California regulatory policy and action.
- (k) The Public Utilities Commission has an obligation to provide an open regulatory forum where all persons affected by public utility service and rates or otherwise affected by decisions made by the commission, can observe and participate in the decisionmaking process.
- SEC. 1.5. Section 250 is added to the Public Utilities Code, to read:
- 250. Prior to adopting any settlement agreement that is contested by any party and that involves a ratepayer obligation of greater than ten million dollars (\$10,000,000), in addition to any other requirement applicable to settlements, the commission shall not approve the settlement before it has held a hearing to review the settlement and any alternative proposed by any party, in order to ensure that the proposed settlement agreement resolves the dispute at the lowest reasonable cost to ratepayers, while balancing other public interest objectives, including protection of public health and safety, promotion of a sound economy, conservation of resources, preservation of environmental quality, and promotion of adequate, just, and reasonable service.

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SEC. 2. Section 330 of the Public Utilities Code is repealed. SEC. 3. Chapter 2.4 (commencing with Section 400) is added to Part 1 of Division 1 of the Public Utilities Code, to read:

Chapter 2.4. Reliable Electric Service Act of 2004

- 400. This chapter shall be known, and may be cited, as the Reliable Electric Service Act of 2004.
- 400.1. (a) An electrical corporation has an obligation to, and shall, plan for and provide its customers with reliable electric service at just and reasonable rates, pursuant to Section 451, including those customers that purchase take standby service from the electrical corporation on a commission-approved rate schedule.
- (b) For purposes of this chapter, "electric service" includes providing adequate and efficient resources, including cost-effective energy efficiency and other demand reduction resources, utility-owned and procured generation resources, such as new and repowered generation resources, cogeneration, and renewable generation resources, transmission and distribution resources, metering, billing, and employing an adequately sized, well-trained utility workforce, *including contracting for maintenance of generation facilities*.
- (c) Notwithstanding subdivisions (a) and (b), an electrical corporation has no obligation to plan for or procure, or to bill or meter electricity or meet resource adequacy requirements for any customer that elects to enter has entered into a direct transaction. Costs incurred by the electrical corporation to implement direct transactions on behalf of direct access customers, shall be recovered from those direct access customers.
- 400.5. (a) To ensure that adequate investments are made in resources necessary to provide customers with reliable electric service, the commission shall authorize an electrical corporation to provide efficient, cost-effective resources, including cost-effective energy efficiency and demand reduction resources, utility-owned and procured generation resources, which may include, among other resources, new and repowered generation resources, cogeneration, and renewable generation resources, consistent with the electrical corporation's *long-term integrated*

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resource plan approved pursuant to Section 400.11 and its procurement plan adopted pursuant to Section 454.5.

- (b) The commission shall, after public hearing, approve and thereafter maintain just and reasonable rates sufficient to ensure that the electrical corporation fully recovers both of the following:
- (1) The electrical corporation's initial capital investment in generation resources specified, found reasonable, and approved by the commission in the certificate of public convenience and necessity proceedings, if the investment complies with the conditions specified by the commission in the certificate of public convenience and necessity proceedings at the time the investment is approved.
- (2) The electrical corporation's full cost of contracting for generation resources with another entity in accordance with found reasonable pursuant to Sections 454.5 and Article 16 (commencing with Section 399.11) of Chapter 2.3, including the reasonable costs for taking into account any collateral requirements and debt equivalence associated with the contract, in a manner determined by the commission to provide the best value to ratepayers.
- (c) Nothing in this chapter alters the requirements of Section 451, 454.5, 455.5, 463, or 1005.5.
- (d) It is the intent of the Legislature in enacting this section to reaffirm California's traditional regulatory eompact doctrine, under which an electrical corporation has the obligation to provide reliable electric service at just and reasonable rates, and the commission ensures that the electrical corporation is afforded the means to carry out this obligation, specifically including a reasonable opportunity to fully recover from all customers of the electrical corporation, in a manner determined by the commission pursuant to this code, a return of, and a reasonable return on, reasonable investments in utility-owned generation, transmission, and distribution resources that are necessary to meet the utility's obligation, the utility's reasonable costs to operate and maintain those resources, and the utility's reasonable costs for nonutility generation resources procured in accordance with Section 454.5 and Article 16 (commencing with Section 399.11).
- 400.10. (a) To ensure that adequate investments necessary to meet the electrical corporation's obligation to provide reliable electric service are made, every electrical corporation shall,

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commencing on January 1, 2006, and at least every three years thereafter, prepare *and file with the commission* a long-term integrated resource plan.

- (b) The long-term integrated resource plan shall accomplish all of the following:
- (1) Ensure that adequate resources are identified to serve the utility's customers reliably.
- (2) Provide for investments in, or procurement of, resources proposed pursuant to Section 454.5 and Article 16 (commencing with Section 399.11).
- (3) Be consistent with Section 701.1 and Chapter 4 (commencing with Section 25300) of Division 15 of the Public Resources Code.
- (4) Achieve a diversified portfolio of efficient, cost-effective, and environmentally responsible supply and demand resources to serve the utility's customers.
- (5) Provide for funding of all practicable and cost-effective energy efficiency and load management resources.
- (6) Provide for investments in, or procurement of, necessary generation resources, and may include extensions, renewals, or renegotiations of contracts for existing generation resources, new or repowered generation, and cogeneration projects.
- (7) Provide that an electrical corporation meets resource adequacy requirements established by the commission pursuant to Section 400.22, for the electric load served by the electrical corporation. For purposes of this chapter, "electric load served by the electrical corporation" does not include the electrical load of the electrical corporation, including load served under a standby tariff," does not include the electrical load of customers who have entered into a direct transaction.
- (8) Include demand and supply forecasts for 5- and 10-year periods. The demand forecasts shall reflect all energy efficiency and load management programs approved by the commission.
- (c) The long-term integrated resource plan may provide for investments in distributed generation that would improve electrical system reliability, thereby deferring or eliminating investments in distribution facilities that would otherwise be needed to improve system reliability, by either direct investment by the electrical corporation or under contract with a retail customer or a third party, if the commission finds that the

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investment in distributed generation would accomplish each both of the following:

- (1) Result in overall cost savings for ratepayers due to deferral or elimination of electric distribution projects.
- (2) Provide the required reliability and operational characteristics to support adequate service reliability to customers in the affected area.

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- (d) If the distributed generation is provided under contract with 10 a retail customer or a third party to reduce distribution system loads, the retail customer or third party shall maintain physical assurance that the contracted load reduction will be available during all required time periods.
 - 400.11. The commission shall, after public hearing, review and approve a long-term integrated resource plan for every electrical corporation, including those revisions to the plan that the commission determines are necessary to meet the requirements of Section 400.10 and achieve best value for utility customers.
 - 400.15. In accordance with an electrical corporation's long-term integrated resource plan approved pursuant to Section 400.11, and consistent with Sections 454.5 and 701.1 and Article 16 (commencing with Section 399.11), to meet resource adequacy requirements, each electrical corporation shall manage a diversified, efficient, cost-effective, environmentally responsible portfolio of non-utility-owned generation under contract with the utility, and utility-owned generation, combining the potential benefits of a competitive wholesale market, including operating efficiencies and lower prices, with the stability of cost-based generation resources, to achieve best value for ratepayers at just and reasonable rates.
- 400.18. (a) The commission shall, on or before July 1, 2005, prepare and submit to the Governor and the Legislature, a comprehensive plan to streamline the transmission siting process. The plan shall, at a minimum, include recommendations to eliminate regulatory overlap and duplication, 36 recommendations to reduce the time needed to process a request for transmission improvements. The commission shall consult with the State Energy Resources Conservation and Development Commission, the Independent System Operator, electrical

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 corporations, and interested parties in the development and preparation of the plan.

- (b) On or before December 31, 2005, the commission shall prepare and transmit a report to the Legislature summarizing the status of proceedings for each site for authorization of construction of all upgrades, improvements, or additions to the transmission system infrastructure determined by the electrical corporation to be necessary to ensure reliability and for which the electrical corporation has filed an application for a certificate of public convenience and necessity. The report shall include action that the commission has taken or proposes to take to facilitate the siting and authorization of those facilities and the schedule for completion in order to address the reliability needs identified by the electrical corporation. To the extent that the commission determines that the transmission upgrade, improvement, or addition is not needed, the commission shall identify the alternative it intends to pursue in order to ensure reliability. The commission shall annually update its report as part of its annual workplan.
- 400.22. (a) All electrical load serving entities, including nonutility electric service providers and community choice aggregators, shall be subject to the same requirements for resource adequacy, resource diversity, *cost-effective energy efficient*, and the renewable portfolio standard, that are applicable to electrical corporations pursuant to this section, or otherwise as required by law, or by order or decision of the commission.
- (b) The commission, in consultation with the Independent System Operator, shall establish resource adequacy requirements to ensure that adequate physical generating capacity dedicated to serving all load requirements is available to meet peak demand and planning and operating reserves, at *or deliverable to* locations and at times as may be necessary to ensure local area reliability and system reliability, at just and reasonable rates.
- (c) The commission shall implement and enforce these resource adequacy requirements in a nondiscriminatory manner on all load serving entities. The electrical corporation's costs of meeting those resource adequacy requirements, including the costs associated with system reliability found reasonable by the commission and local area reliability, shall be equitably borne by and fully recoverable from all eustomers of the electrical corporation on a pro rata, fully compensatory basis, that cannot be

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bypassed, pursuant to rates that customers taking service from the electrical corporation on a nonbypassable basis at the time the 3 commitment to incur the cost is made, pursuant to rates that are just and reasonable, as determined by the commission.

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- (d) Resource adequacy requirements established by the commission shall provide for, and ensure, all of the following:
 - (1) System-wide and local area grid reliability.
- (2) Adequate physical generating capacity dedicated to serve 10 all load requirements, including planning and operating reserves, where and when it is needed.
 - (3) Adequate and timely investment in new generating capacity to meet future load requirements, including planning and operating reserves.
 - (4) Market power mitigation.
 - (5) Deliverability.
- (6) In order sufficiently far in advance, to ensure that new 18 resources can be constructed if necessary to meet the need, resource commitments by load serving entities shall be made sufficiently far in advance, and no less than three years in advance of need.

(f)

- (e) Load serving entities may procure physical generating capacity through a market-based mechanism, provided that the commission, after a hearing, determines that there is convincing factual evidence that the mechanism will achieve all of the following:
- (1) Adequate physical generating capacity dedicated to serve all load requirements when and where the electricity is needed, 30 including planning and operating reserves to ensure local area reliability and system reliability.
 - (2) Adequate and timely investment in new generating capacity to meet future load requirements, including planning and operating reserves.
 - (3) Electricity that is purchased through the market is deliverable to the load for which it is purchased.
 - (4) Reliability of the electrical grid is not impaired.
 - (5) A prospective market monitoring process and market power mitigation measures are in place that are sufficient to ensure a well-functioning wholesale electricity market.

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(f) The commission shall adopt rules and regulations necessary to enforce resource adequacy requirements established pursuant to this section uniformly among all load serving entities, including establishing a uniform accounting mechanism to identify, count, track, and verify all capacity needed to meet these resource adequacy requirements for each load serving entity. Pursuant to its authority to revoke or suspend registration pursuant to Section 394.25, the commission shall suspend the registration for a specified period, or revoke the registration, of an electric service provider that fails to comply with the rules and regulations adopted by the commission to enforce resource adequacy requirements.

(h)

- (g) For purposes of this chapter, "load serving entity" does not include a local publicly owned electric utility as defined in Section 9604, the State Water Resources Development System commonly known as the State Water Project, or customer generation. For purposes of this subdivision, "customer generation" means cogeneration, renewable technologies, or any other type of generation that is dedicated wholly or in part to serve a specific customer's load and that relies on nonutility or dedicated utility distribution wires, rather than the utility grid, to serve the customer, the customer's affiliates, or the customer's tenants, or not more than two other persons or corporations. Those two persons or corporations must be located onsite or adjacent to the real property on which the generator is located. "Customer generation" includes distributed energy resources as defined in Section 353.1 and ultraclean and low-emission distributed generation as defined in Section 353.2.
- (i) Local publicly owned electric utilities, as defined in Section 9604, shall comply with resources adequacy standards established by the Western Energy Coordinating Council (WECC). if the customer generation (1) takes standby service from the electrical corporation on a commission-approved rate schedule that requires the customer's load serving entity to provide for adequate backup planning and operating reserves for that customer generation or (2) is not physically interconnected to the transmission grid, so that if the customer generation fails, backup power is not supplied from the electricity grid.

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400.30. To ensure that the utility's obligation to provide customers with reliable electric service at just and reasonable rates is met by an electrical corporation, the commission shall adopt rules and regulations consistent with the policies and provisions of this chapter.

- 400.40. Nothing in this chapter shall alter or affect any outcome of a competitive procurement process conducted by an electrical corporation pursuant to any other law, including Section 454.5, prior to January 1, 2005.
- 400.50. Nothing in this chapter shall alter or affect the implementation of the California Renewables Portfolio Standard Program pursuant to Article 16 (commencing with Section 399.11).
- 400.60. (a) Nothing in this chapter limits the ability of any customer to participate in a Community Choice Aggregation program pursuant to Section 366.2.
- (b) In designating the earliest possible date for implementation of a community choice aggregation program, the commission shall ensure that there will be no cost-shifting or stranding of investments made pursuant to a long-term integrated resource plan of the electrical corporation that has been approved by the commission pursuant to Section 400.11. In considering approval of the electrical corporation's long-term integrated resource plan, the commission shall also ensure that the plan includes a reasonable estimate of the customer load departure through community choice aggregation, as such estimate is provided for by a community choice aggregator pursuant to Section 366.2.
- 400.70. On or before September 1, 2005 June 30, 2006, the commission shall prepare and submit to the Legislature a report describing the extent to which existing rate allocations for each customer class reflect cost of service and describing how the continuing costs resulting from the energy crisis of 2000–01, including, but not limited to, bond charges and above-market contract costs incurred by the Department of Water Resources, are being recovered from each customer class.
- SEC. 4. Section 743.2 is added to the Public Utilities Code, to read:
- 38 743.2. (a) It is the intent of the legislature in enacting this section that the commission recognize the potential competitive

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disadvantage experienced by large manufacturing customers of 2 electricity.

(b) The commission may order an electrical corporation to file tariffs that offer discounted rates for large manufacturing customers of electricity if the commission determines those customers face a competitive disadvantage with regard to electricity rates for similarly-situated users in other states.

SEC. 5.

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SEC. 4. Section 454.05 is added to the Public Utilities Code, 10 to read:

454.05. Every decision of the commission pursuant to Section 454 that approves a change in rates or an alteration of any utility classification, contract, practice, project, or rule that affects rates directly or indirectly pursuant to Section 454, or the settlement of any judicial or administrative proceeding to which the commission is a party and that results in a change in rates or a change in a utility classification, contract, practice, project, or rule that affects rates directly or indirectly, shall be made by vote of a majority of the commission membership in a public meeting of the commission. A decision made in violation of this section is void.

- SEC. 5. Section 1001.7 is added to the Public Utilities Code. to read:
- 1001.7. Prior to approving a certificate of public convenience and necessity for generation resources proposed to be constructed by an applicant electrical corporation, the commission shall do both of the following:
- (a) Convene a proceeding in which any other party may submit a proposal for construction of those generation resources if the proposal meets the same or higher standards for price and system reliability than the proposal of the applicant electrical corporation.
- (b) Consider whether a proposal for an alternative generation resources project submitted pursuant to subdivision (a), other than the proposal of the applicant electrical corporation, would provide lower costs to ratepayers, better system reliability, and the same or superior environmental benefits.
- SEC. 6. No reimbursement is required by this act pursuant to Section 6 of Article XIII B of the California Constitution because the only costs that may be incurred by a local agency or school district will be incurred because this act creates a new crime or

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- 1 infraction, eliminates a crime or infraction, or changes the penalty 2 for a crime or infraction, within the meaning of Section 17556 of 3 the Government Code, or changes the definition of a crime within 4 the meaning of Section 6 of Article XIII B of the California

- 5 Constitution.